3.3.5 Terrorism and Violence

Terrorism is defined in the Code of Federal Regulations as "the unlawful use of force and violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives".

Cyber-terrorism involves computers, networks, and the information they contain. Like other terrorist acts, cyber-terror attacks are typically premeditated, politically motivated, perpetrated by small groups rather than governments, and designed to call attention to a cause, spread fear, or otherwise influence the public and decision-makers.

3.3.5.1   Background

- Bombings have been the most frequently-used terrorist method in the United States. Other possible methods include attacks on transportation routes, utilities, or other public services, or incidents involving chemical or biological agents.
- Before the September 11, 2001 attacks in New York and the Pentagon, most terrorist incidents in the United States were bombing attacks, involving detonated and undetonated explosive devices, tear gas, and pipe and fire bombs.
- Terrorists look for visible targets where they can avoid detection before or after an attack such as international airports, large cities, major international events, resorts, and high-profile landmarks.
- The effects of terrorism can vary significantly from loss of life and injuries to property damage and disruptions in services such as electricity, water supply, public transportation, and communications.
- **Cyberterrorism** could involve destroying the actual machinery of the information infrastructure, remotely disrupting the information technology underlying the Internet, government computer networks, or critical civilian systems such as financial networks or mass media, or using computer networks to take over machines that control traffic lights, power plants, or dams. If cyber-terrorists managed to disrupt financial markets or media broadcasts, an attack could undermine confidence or sow panic. Attacks could also involve remotely hijacking control systems, with potentially dire consequences, such as breaching dams, colliding airplanes, shutting down the power grid, and so on.
- Terrorists could try to use **cyber-attacks** to amplify the effect of other attacks. For example, they could try to block emergency communications or cut off electricity or water in the wake of a conventional bombing or a biological, chemical, or radiation attack. Many experts say that this kind of coordinated attack might be the most effective use of cyberterrorism.
- **Biological agents** are infectious microbes or toxins used to produce illness or death in people, animals, or plants. Biological agents can be dispersed as aerosols or airborne particles. Terrorists could use biological agents to contaminate food or water because they are extremely difficult to detect.
- **Chemical agents** kill or incapacitate people, destroy livestock, or ravage crops. Some chemical agents are odorless and tasteless and are difficult to detect. They can have an immediate effect (a few seconds to a few minutes) or a delayed effect (several hours to several days).
- **Biological and chemical weapons** have been used primarily to terrorize an unprotected civilian population and not as a weapon of war. This is because of fear of retaliation and the likelihood that the agent would contaminate the battlefield for a long period of time.
- **Radiological dispersion devices** (RDDs) are a combination of conventional explosives and radioactive material designed to scatter dangerous and sub-lethal amounts of radioactive material over a general area. Terrorist use of RDDs is considered far more

likely than use of a nuclear device because they require very little technical knowledge to build and deploy compared to that of a nuclear device. RDDs also appeal to terrorists because certain radiological materials are used widely in medicine, agriculture, industry and research, and are much more readily available compared to weapons grade uranium or plutonium.

- Montana has 545 miles of international border with Canada. Terrorists typically try to cross into and out of the United States through remote locations. Montana's sparsely populated international border is a potential access point for terrorists moving between countries.

- Local, State, and Federal law enforcement officials monitor suspected terrorist groups and try to prevent or protect against a suspected attack. Additionally, the U.S. government works with other countries to limit the sources of support for terrorism.

- When terrorism strikes, communities may receive assistance from State and Federal agencies operating within the National Incident Management System (NIMS). The FBI is the lead Federal agency for crisis management and FEMA is the lead Federal agency for consequence management, including supporting State and local response.

Source: FEMA, 2004b; COFR, 2004; DHS 2003; IBC 2004.

3.3.5.2   History of Terrorism and Violence in Montana

Civil unrest, violence and terrorism are not common hazards affecting Montana, but over the short history of Montana, labor strikes have caused economic disruption, threats of terrorism have disrupted community security, and large scale violence has claimed several lives. Montana's sparse population with smaller cities may limit the state as a terrorist target, but the state's rural nature has attracted terrorist and extremist groups as a safe haven. Violent racial, anti-government, and environmental extremist organizations have and continue to exist in Montana. Federal, state, and local law enforcement, however, have thwarted several violent uprisings and plots based in Montana. Some of the incidents involving civil unrest, violence and terrorism in Montana are listed below:

1920 Anaconda Road Massacre: On April 21, 1920, the Anaconda Road Massacre occurred in Butte. Fifteen people were shot during this incident that occurred during an International Workers of the World (IWW) strike. The US Military was used the following day to curb additional violence. (BSHM, 2004)

Unabomber Attacks: From 1978 to 1995, Ted Kaczynski, commonly known as the Unabomber, killed three people and injured 22 others across the county with mail bombs while he resided in a cabin near Lincoln, Montana.

White Supremacists of the 1990s: The Creativity Movement, formerly known as the World Church of the Creator, a white supremacist group promoting and carrying out violence, held annual meetings in Superior, Montana during the 1990s.

1996 Freemen Crisis: Garfield County made national news during the Montana Freemen Crisis. In the spring of 1996, hundreds of FBI agents surrounded the Ralph Clark ranch complex near Jordan, Montana for a total siege of 81 days. The government alleged that the nearly thirty people inside were of a radical anti-government and racist religious sect who had written bad checks and threatened judges, among other things (Maxim, 2003b).

1996 Bomb Threat: Amtrak offices in Philadelphia received notification by phone from a person claiming to have knowledge of a bomb placed on a train headed for western Montana. At that time, the train was 10 minutes out of Wolf Point. The decision was made to evacuate passengers from the train and to allow a search to take place. Once the train

was evacuated, it was moved to the east end of town, where it was anticipated than an explosion would cause less property damage. Teams were sent from Great Falls, including a canine search team from Malmstrom and the Explosives Ordinance Disposal team from the Montana Air National Guard. No sign of explosives were found and the train was cleared to continue its journey (Maxim, 2003b).

Project Seven 2002-2004: A group called Project Seven in the Flathead Valley was broken up by Montana officials in February 2002 and additional arrests occurred in 2004. This militia organization is alleged to have stockpiled weapons and plotted to kill judges, prosecutors, and police officers in an effort to activate the Montana National Guard and start a war.

3.3.5.3   Declared Disasters and Incidents from Terrorism and Violence

Table 3.3.5-1   Montana Declared Incidents from Terrorism, Civil Unrest, Hostage Situations, etc. (1974 – 2003). Source: MDES, 2003; US SBA, 2004

Date	Event	Assistance/ Damages
January & Feb. 1979	**Montana State Institution Strike**. National Guard Activation.	State: $1,393,714
April 1991	**Montana State Institution Strike** (EO 03-91). National Guard Activation and assistance statewide.	
August 1995	**Tactical Incident** (EO 10-95). Prairie County and Town of Terry, activation of National Guard.	State: $11,042
April 23, 1996	**Incident Response** (EO 10-96). Anniversary of Waco and Oklahoma City, affecting whole state.	State: $4,368
April 19, 2000	**Incident Response,** Lincoln County (EO 9-00). State response to Civil Disobedience Rallies in Lincoln County.	
June 10, 2000	**North American Rainbow Gathering**, Beaverhead County (EO 15-00). Emergency declaration providing state assistance to Beaverhead County to meet the life threatening situations and imminent threat to the public health and safety.	State: $77,606; Local: $23,911
September 11, 2001	**Terrorism Threats** (EO 23-01). Emergency declaration following terrorist attacks to the World Trade Center and Pentagon.	
September 11, 2001	**Terrorism Threats** (EO 28-01). Executive Order establishing the Montana Homeland Security Task Force and designating the Disaster and Emergency Services Division as lead agency.	
September 28, 2001	**Terrorism Threats** (EO 26-01). Executive Order proclaiming support to the President's request for security assistance at Montana Airports. MT National Guard provide personnel for up to 6 months.	

3.3.5.4   Vulnerability to Terrorism and Violence

3.3.5.4.1   Statewide Vulnerability to Terrorism and Violence

The origins and targets for terrorism and civil unrest are difficult to predict. Individuals or groups that feel oppressed on any issue can resort to violent acts to inflict harm and damage in an attempt to gain publicity or affect policy. The locations of these attacks can occur anywhere but often the symbols that represent a threat to their cause are often times the target. From a historic perspective, these targets have often been government buildings, government officials, and university facilities. Other common targets include medical clinics, businesses, population concentrations, computer mainframes, or critical infrastructure with the ability to cause significant disruption and damage. Civil unrest and

riots are typically associated with large public gatherings, initially peaceful protests, controversial political decisions, large strikes, and law enforcement standoffs.

According to the Southern Poverty Law Center, an organization devoted to tracking hate groups in the United States, three hate groups were active in Montana during 2003: the League of the South in Big Fork, a neo-confederate organization, the Aryan Nation Knights of the Ku Klux Klan in Great Falls, and the Church of True Israel in Noxon, a Christian identity organization. Although these organizations did not cause any known violence in Montana during 2003, a future incident cannot be ruled out. Montana also has a long international border with Canada and must be particularly sensitive to the challenges and vulnerabilities associated with it.

Other potential non-structural targets include our population, plants, and animals through bioterrorism. Our state could also be affected by bioterrorism initiated in another location and transmitted to Montana. Terrorists, both domestic and international, will commonly act in unpredictable ways, and therefore all methods of attack cannot be specified. Because of this unpredictability, specific vulnerabilities cannot be determined without disclosing sensitive information.

3.3.5.4.2   Review of Potential Losses in Local PDM Plans

Of the 6 counties that have completed Pre-Disaster Mitigation Plans only 3 identified terrorism and civil unrest as a hazard:

- Broadwater County determined the hazard could have a moderate impact on the county population, but the hazard was ranked relatively low against other hazards.
- Butte-Silver Bow County identified civil unrest and terrorism as a low risk hazard.
- Yellowstone County determined there is a high probability of civil unrest that would increase as the county's population grows. The potential for terrorism was considered low relatively to the rest of the country. The plan did note that Billings could be a target because it is the largest populated city in Montana.

3.3.5.4.3   Vulnerability of State Property

The state building complexes, including the Capitol Complex and the university facilities, could be targets for violence related to civil unrest or terrorist acts because they represent symbols of state government. State government strikes, although historically peaceful, can erupt into violence and vandalism, as witnessed in civil disturbances during the Vietnam War and civil rights protests in the 1960s. Based on the civil unrest that has occurred in the past, it is unlikely there would be widespread damage to state buildings.

3.3.5.5   Terrorism and Violence Data Limitations

Most of this analysis was completed from articles and publications discussing civil unrest and terrorism. As is the nature of terrorism and major civil incidences, little specific information on the hazard exists. Facilities would need to be assessed at the site-specific level to determine their vulnerabilities to terrorism and violence. In addition, much of the information needed for a true hazard analysis of the terrorist threat in Montana and the associated vulnerabilities is considered non-public, and therefore, not contained in this document. Sensitive information is needed for an in-depth non-public hazard profile.

3.3.5.6   Terrorism and Violence References

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